



# Roles and Responsibilities for REDD+ Implementation at Centre and State Level



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On behalf of:



Federal Ministry  
for the Environment, Nature Conservation  
and Nuclear Safety

of the Federal Republic of Germany



NORWEGIAN MINISTRY  
OF FOREIGN AFFAIRS

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2018

**Indian Council of Forestry Research and Education**  
(An Autonomous Body of Ministry of Environment, Forest and Climate Change, Government of India)  
P.O. New Forest, Dehradun – 248006 (INDIA)



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# Contents

	Executive Summary	
1	Introduction	1
2	Enabling Policy Environment for Implementing REDD+ in India	1
3	Legislative Framework of Forest Governance	2
4	Community Based Forest Management	3
5	Institutional Mechanism: Role and Responsibilities of Stakeholders	3
	Central Government	4
	REDD+ Technical Working Group	5
	National Designated Entity for REDD+	6
	State Governments	7
	Forest Institutions	8
6	Forest Governance at Grassroots Level	8
7	Conclusion	9
	Annexure I	11

## Abbreviation Used

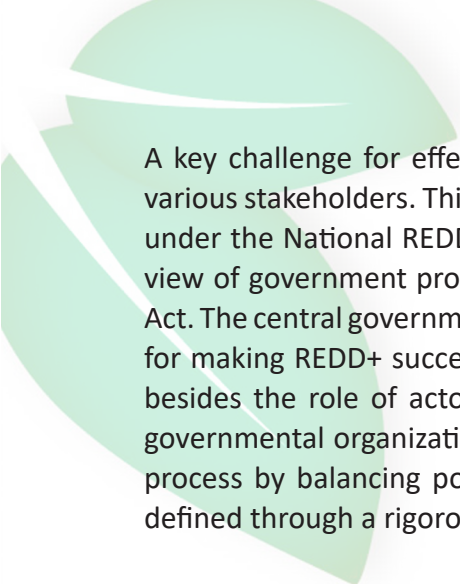
APCCF	Additional Principal Chief Conservator of Forests
BCC	Biodiversity and Climate Change
CASFOS	Central Academy for State Forest Service
CCF	Chief Conservator of Forests
CF	Conservator of Forests
CFR	Community Forest Resources
CO <sub>2</sub>	Carbon dioxide
DRDA	District Rural Development Agency
FCPF	Forest Carbon Partnership Facility
FRA	Scheduled Tribe and other traditional Forest Dwellers (Recognition of Forest Right Act, 2006)
FRCBR	Forest Research Centre for Bamboo and Rattan
FSI	Forest Survey of India
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GoI	Government of India
HoFF	Head of Forest Force
ICFRE	Indian Council of Forestry Research and Education
ICIMOD	International Centre for Integrated Mountain Development
IGNFA	Indira Gandhi National Forest Academy
IIFM	Indian Institute of Forest Management
IISc	Indian Institute of Science
IPCC	Intergovernmental Panel on Climate Change
JFM	Joint Forest Management
JFMC	Joint Forest Management Committee
MoEF	Ministry of Environment and Forests
MoEF&CC	Ministry of Environment, Forest and Climate Change
NDCs	Nationally Determined Contributions
NDE	National Designated Entity
NGC	National Governing Council
NFP	National Forest Policy
NGO	Non-Governmental Organization
NTFPs	Non-Timber Forest Products
PCCF	Principal Chief Conservator of Forests
REDD+	Reducing emissions from deforestation and forest degradation, and role of conservation, sustainable management of forests and enhancement of forest carbon stocks
SFDs	State Forest Departments
SMF	Sustainable Management of Forest
UNFCCC	United Nations Framework Convention on Climate Change
UT	Union Territory
WII	Wildlife Institute of India

## Executive Summary

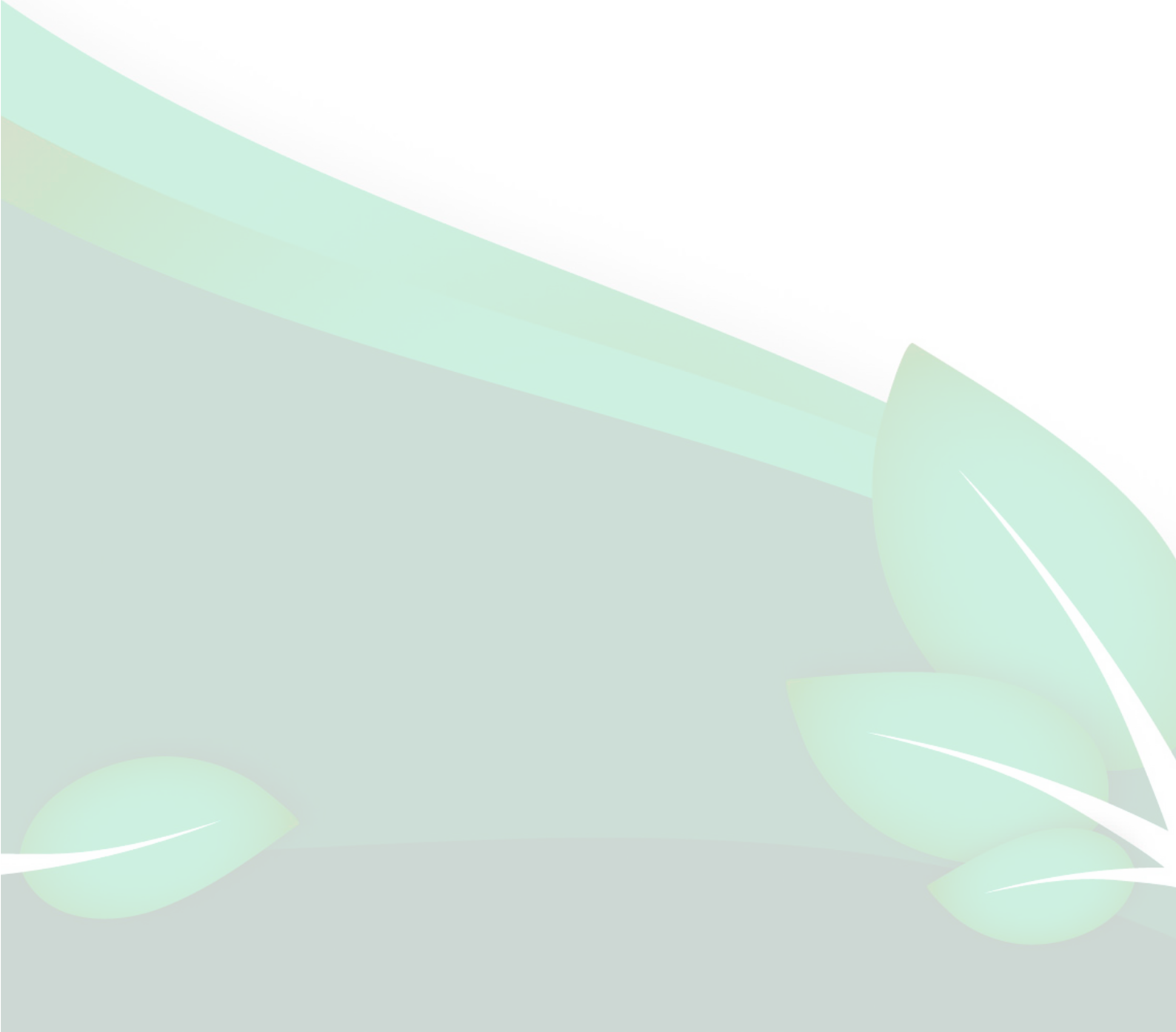
Reducing emissions from deforestation and forest degradation, together with conservation of forest carbon stocks, sustainable management of forests and enhancement of forest carbon stocks collectively named as REDD+ has been one of the agreed programme under United Nations Framework Convention on Climate Change (UNFCCC) to meet the challenges of global climate change. India is now gearing up for implementation of REDD+ at national and subnational level. Scientific forestry is over hundred fifty years old in India, by and large owned by forest department which is key institution for the implementation of sustainable forest management. The community based forest governance has been initiated in the form of Joint Forest Management (JFM) and further been strengthened under Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 in the recent past. The concept of JFM in India is a step towards the conversion of low-productivity forests to productive forests. The enactment of Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 has further strengthened the community based forest governance and put forward the option of institutional mechanism under the *Gram Sabha* for management of forests. Forest is a concurrent subject under the Constitution of India. Policy and planning are the responsibility of the Central Government, while implementation relating to development and management of forests is the responsibility of the State Governments. National Forest Policy, 1988, provides broad guidelines for forest governance in India.

In order to quick start of REDD+, Government of India has released its National REDD+ Strategy in 2018. Creation of various bodies at National Level as envisaged in the National REDD+ Strategy, like, National Governing Council for REDD+ (NGC-REDD), National Designated Entity for REDD+ (NDE-REDD+) supported by a **Thematic Advisory Group** (TAG-REDD), and **REDD+ Technical Working Group** (R-TWG) have been notified by the Government of India along with their constitution and roles. Major responsibility for execution of REDD+ activities lies with the State Forest Departments. Capacity of the government machinery needs to be upscaled to accomplish the task of implementing REDD+ on ground. Functionaries of State Forest Departments (SFDs) at all levels specifically at local level need to be adequately sensitized and trained to ensure that the processes, procedures and methodologies for REDD+ are well understood. National REDD+ Strategy places high priority on capacity building of all levels of the SFDs, the line departments, and the local communities to enable proper implementation of REDD+. Each State will create a REDD+ Cell in the State Forest Department, and appoint a Nodal Officer to coordinate the activities of the State REDD+ Cell. National level forestry Institutions like, ICFRE, FSI, IGNFA, IIFM, CASFOS, SFDs and State Forest Research Organisations will be key players in REDD+ implementation contributing in accordance with their respective mandates, expertise and capabilities. Civil society will also be encouraged to collaborate with ICFRE and SFDs in organising capacity building programmes for the local communities including *Gram Sabha* and JFM Committees.

Implementation of Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 assigns the right to *Gram Sabha* to protect, conserve and regenerate community forest resource (CFR). It is the empowerment of *Gram Sabha* for the community based forest governance. Indicative roles and responsibilities of the *Gram Sabha* and Forest Department to work in tandem have been suggested. State Forest Departments to be made responsible for providing technical support to the *Gram Sabha*. Further, state forest departments need to be empowered to carry out monitoring, i.e., the extent of compliance with sustainable use and conservation regulations in community managed areas while *Gram Sabha* to be primarily responsible for ensuring sustainable use of forests produce including minor forest produces and authorise to make rules regarding use, harvesting, protection and regeneration of CFR.



A key challenge for effectively implementing REDD+ on ground will be to strike a balance among various stakeholders. This report describes the role and responsibilities of various Institutions created under the National REDD+ Strategy and also explores various forms of stakeholder participation in view of government programmes and policies specially Joint Forest Management and Forest Rights Act. The central government while providing a policy support needs to create an enabling environment for making REDD+ success on ground. An increased role of local communities needs to be ensured besides the role of actors other than central and state governments like the private sector, non-governmental organizations, academic and research institutes. At community level decision making process by balancing power and redistributing the roles among various stake holders need to be defined through a rigorous exercise.



# 1 Introduction

Acknowledging the global problem of climate change and commitment to United Nations Framework Convention on Climate Change (UNFCCC), India gives utmost priority to the climate change issues at national and sub-national levels as well. India's National Action Plan on Climate Change, Green India Mission and Nationally Determined Contribution (NDC) targets to UNFCCC are strong commitments of Government of India for addressing various issues related to climate change. Among various forestry based actions, REDD+ is one of the potential activity to achieve forestry NDC targets of capturing 2.5 to 3.0 billion CO<sub>2</sub> through additional forest and tree cover by 2030 as communicated to UNFCCC.

REDD introduced in 2005 (COP 11 of UNFCCC) to boost action to curb emissions from deforestation and forest degradation in developing countries later on expanded to REDD+ by inclusion of forest conservation in 2007 (COP 13). COP 16 in Cancun finally agreed on following REDD+ activities:

- Reducing emissions from deforestation;
- Reducing emissions from forest degradation;
- Conservation of forest carbon stocks;
- Sustainable management of forest; and
- Enhancement of forest carbon stocks

COP 19 of UNFCCC held at Warsaw (2013) agreed on a package of decisions, named as

'Warsaw Framework for REDD+' that addresses a series of methodological guidance, institutional arrangements and results-based finance. On methodological aspects a set of agreed decisions include (i) Measurement, reporting and verification (MRV) of REDD+ activities, (ii) Guidance and procedure for technical assessment of reference emission levels/ reference levels submitted by Parties, (iii) Timing and frequency of submission of summary of information on how safeguards are addressed and respected, (iv) Addressing drivers of deforestation and forest degradation, and (v) National forest monitoring systems.

India is now gearing up for implementation of REDD+ at national level and at sub-national level as an interim measure. All five activities of REDD+ agreed under Cancun Agreements are in consonance with the National Forest Policy (NFP) 1988 of India. REDD+ attempts to bring all actions and activities by all stakeholders on a common platform making it feasible to ensure a comprehensive monitoring and assessment of the performance of forest management and development at different levels of administration.

# 2 Enabling Policy Environment for Implementing REDD+ in India

India has a over hundred fifty years old history of scientific forest management which resulted in the formulation of a robust legal and regulatory framework and formalized system of forest governance. Forest department is key institution for the implementation of sustainable forest

management. The community based forest governance has been initiated in the form of Joint Forest management (JFM) and further strengthened under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 in the recent past.



India is one of the few countries which has a documented forest policy, right from 1894. In India, political, social and economic developments were the key factors in shaping the national forest policies in 1894, 1952 and 1988. The 1952 forest policy while recognizing forest conservation requirements emphasized the role of forests in meeting the needs of industry and society. The policy gave a thrust to extending forests outside the traditional forest areas through practice of social forestry so that biotic pressure on forests could be reduced. National Forest Policy promulgation in 1988 emphasizes that derivation of direct economic benefits from natural forests is to be subordinated to the principal aim of

maintaining ecological balance. This policy underlines the need to meet the domestic demands of the tribal and rural people for forest produce, as well as highlighting the imperative of a participatory approach to the protection and management of forests. The policy advocates for a people's movement for forest conservation and protection. It also retains the provisions of 1952 policy of bringing one-third of the land mass under forest/tree cover. The National Forest Policy 1988 outlined a renewed policy statement on conservation strategies. The experience of implementation of this policy has been a mixed one (Rawat and Kishwan, 2008).

### **3 Legislative Framework of Forest Governance**

Forest is a concurrent subject under the Constitution of India. Policy and planning are the responsibility of the Central Government, while implementation relating to development and management of forests is the responsibility of the State Governments. National Forest Policy, 1988, provides broad guidelines for forest governance in India. A few important acts, instruments and rules governing the protection and conservation of forests are listed below:

1. Forest (Conservation) Act, 1980, amended 1988
2. The National Forest Policy, 1988
3. The Indian Forest Act, 1927
4. Forest (Conservation) Rules, 1981, amended 1992
5. Forest (Conservation) Rules, 2003
6. Biological Diversity Act, 2002
7. Biological Diversity Rules, 2004
8. The Indian Wildlife (Protection) Act, 1972, amended 1993
9. The Wildlife (Protection) Rules, 1995
10. National Environment Policy, 2006
11. Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006

This set of legislation which has evolved keeping pace with the increasing concerns for conservation of natural resources, need of a healthy environment, and respect for livelihood, rights of the local communities also creates an enabling environment for implementing REDD+ in India. National Forest Policy (NFP), 1988 mandates people's participation in the management of forests while Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 recognizes and ensures community based forest governance. The prime objective of the NFP, 1988 is ecological security of the nation and other objectives are subordinate to this prime objective. It also provides space to the forest dependent communities, particularly tribals to meet their sustenance and livelihood needs as first charge on forests.

## 4 Community Based Forest Management

It is well recognized that people's participation in natural resource management is an important mechanism to ensure conservation of natural resources, that includes forests. Many States in India have a longer history of people's participation in forest management. The *Van Panchayat* System in Uttarakhand as an institution at village level has considerable potential for involving local communities in forest management and conservation. However at national level, community participation in managing the forest resources began in India through the concept of Joint Forest Management (JFM). In India more than 1,18,213 JFM Committees (JFMCs) are managing more than 25 million ha covering about 30% of country's forest following the benefit sharing mechanism built on the principle of care and share. The concept of JFM in India is a step towards the conversion of low-productivity forests to productive forests. Improving the stocking of poorly stocked forests can also in turn increase carbon stock. Low productivity forests do not contain much timber of commercial value; they are either degraded or in the process of becoming degraded because of frequent disturbance (fire, animal grazing and fuelwood gathering, etc.); or they have a very slow growth rate or low crown cover. Promoting JFM activities may include the introduction of other tree species with higher timber value or

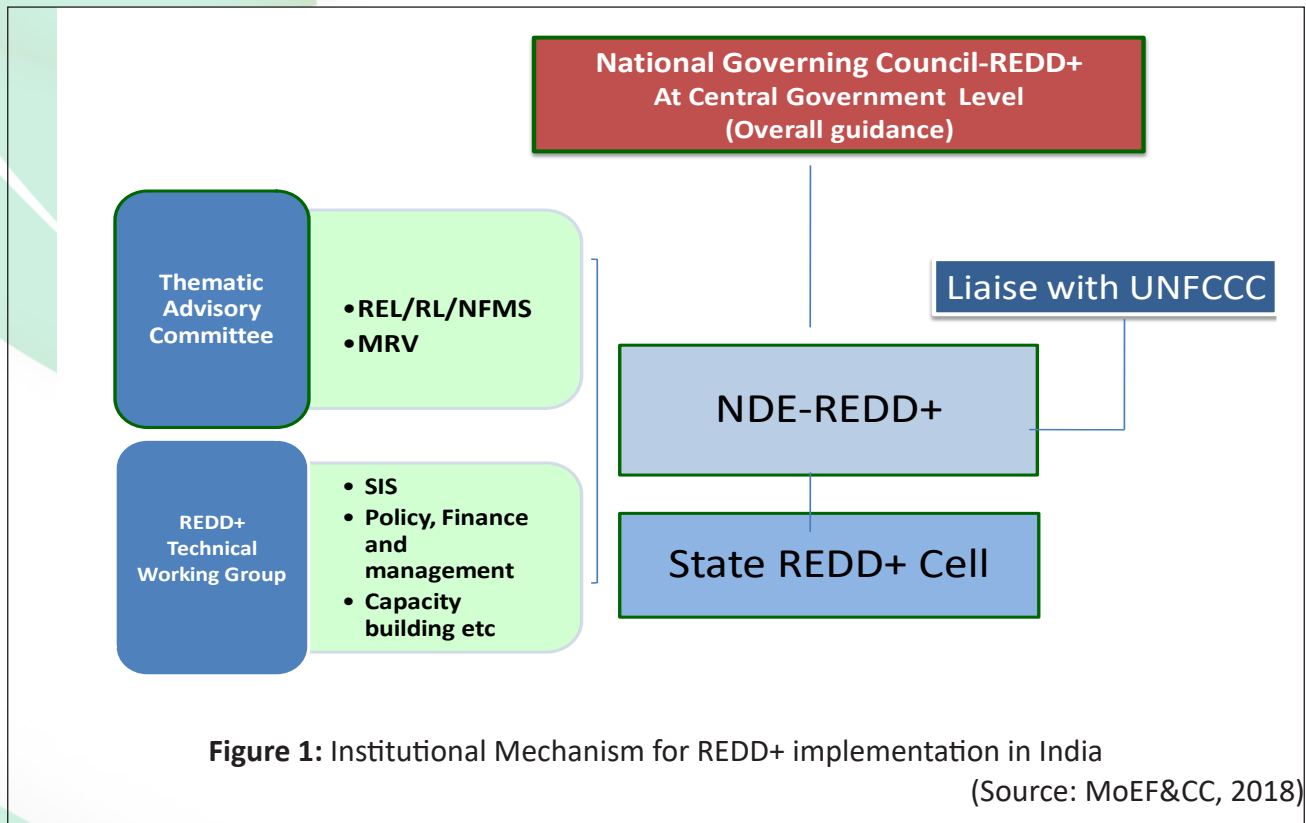
growth rate, the mitigation of disturbing events, adoption of enrichment planting to increase crop density, and/or other forest management techniques (e.g., fertilization, liming) to increase the sequestration of carbon stocks. Under the JFM institution, forest dependent communities and state forest departments (SFDs) are jointly managing the forests. The enactment of Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 has further strengthened the community based forest governance and put forward the option of institutional mechanism under the *Gram Sabha* for management of forests. (MoEF&CC, 2014).

The Forest Policy 1988 is under revision and the basic thrust of the draft National Forest Policy of 2018 is for conservation, protection and management of forests along with addressing other issues associated with forest and forest management. To protect the interest of tribals, the draft Policy of 2018 proposes to launch Community Forest Management Mission for management of community forest resources through a participatory forest management approach. Moreover, specific provisions have been made in the draft policy to ensure that the interests of local communities are protected and also provisions are made to consider them as partner in management of forests (PIB, 2018).

## 5 Institutional Mechanism: Roles and Responsibilities of Stakeholders

In order to quick start of REDD+, Government of India has released its National REDD+ Strategy in 2018. The Strategy builds upon existing national circumstances which have been updated in line with India's National Action Plan on Climate Change, Green India Mission and India's Nationally Determined Contribution (NDC) to UNFCCC. The broad institutional framework for implementing REDD+ is already in place in India. However, for REDD+ to be functional, a system capable of

forest carbon stocks accounting, measurement, reporting and verification (MRV), and of enforcing social and environmental safeguards, in accordance with the UNFCCC decisions need to be developed. Accordingly, the constitution of National Governing Council for REDD+ (NGC-REDD) has been notified by the Government of India. The institutional arrangement for the implementation of REDD+ as proposed by the National REDD+ Strategy is shown in figure 1.



An effective REDD+ implementation requires participation of the governments, relevant institutions, civil society and local communities, all discharging different roles and responsibilities. A list of major stakeholders is compiled at Annexure I. The roles and responsibilities of different stakeholders are described below:

### Central Government

The National REDD+ Strategy mandates establishment of a National Governing Council for REDD+ (NGC-REDD+) at National level by the Ministry of Environment, Forest and

Climate Change (MoEF&CC) having the task of coordinating and guiding REDD+ related actions at the national level. The mandate of NGC-REDD+ includes coordinating and monitoring of REDD+ implementation and developing sub-national REDD+ Action Plans. The NGC-REDD+ would also guide formulation, development, finance, implementation, monitoring, evaluation and measuring performance of REDD+ activities in the States. It will direct the MoEF&CC and its relevant agencies in developing and implementing appropriate policies, methodologies, procedures and technologies relating to REDD+ implementation in the country.

#### Composition of the NGC-REDD+ as per National REDD+ Strategy 2018 shall be as follows:

- |   |          |
|---|----------|
| 1. Union Minister for Environment, Forest and Climate Change:     | Chair    |
| 2. State Minister for Environment, Forest and Climate Change:     | Co-Chair |
| 3. Secretary, Ministry of Environment, Forest and Climate Change: | Member   |
| 4. Director General of Forests and Special Secretary, MoEF&CC:    | Member   |
| 5. Director General, ICFRE:                                       | Member   |
| 6. Additional Director General of Forests (FC), MoEF&CC:          | Member   |
| 7. Additional Secretary (Climate Change), MoEF&CC:                | Member   |
| 8. Director General, FSI:   | Member   |

9. Inspector General of Forests (NAEB), MoEF&CC:	Member
10. Joint Secretary (Climate Change), MoEF&CC:	Member
11. Joint Secretary, Ministry of Agriculture and Farmers Welfare:	Member
12. Joint Secretary, Ministry of Tribal Affairs:	Member
13. Principal Chief Conservator of Forests (4) (nominated by MoEF&CC):	Member
14. REDD+ Experts (2) (nominated by MoEF&CC):	Member
15. Inspector General of Forests (Forest Policy), MoEF&CC:	Member Secretary

NGC-REDD+ will also be mandated to oversee and coordinate implementation of National REDD+ Strategy and suggest amendments as deemed fit.

of India for this purpose. To further guide the NGC-REDD+, two specialised expert groups are proposed as follows:

An important role of the Government of India will be to develop the guidance for flow of incentives from Central Government to the State Governments, and also from State Government further down to the local communities. There will be separate set of guidelines for the two flows: i) Government of India to State Governments, and ii) State Government to local communities. The guidelines will be issued by the Government

**Thematic Advisory Group:** National REDD+ Strategy proposed to create a Thematic Advisory Group (TAG) which shall be nominated by the NGC-REDD+ to advise and oversee the aspects of National Forest Monitoring System, MRV and Forest Reference Level. FSI will have a key role to play in this group. The Government of India has notified the constitution of Thematic Advisory Group.

**Constitution of the Thematic Advisory Group as per National REDD+ Strategy 2018 shall be as under:**

(i) Director General, FSI:	Chair
(ii) Dy. Director General, FSI (I/C Forest Inventory):	Member
(iii) Representative of Director General, ICFRE:	Member
(iv) Representative of PCCFs of 2 States:	Members (2)
(v) Inspector General of Forests (Forest Policy), MoEF&CC:	Member
(vi) REDD+ Expert (To be nominated by Chair):	Member
(vii) Senior Deputy Director (Forest Inventory), FSI:	Member Secretary

**REDD+ Technical Working Group (R-TWG):** National REDD+ Strategy is also proposed to be constituted by NGC-REDD+. This group will advise on the matters related to policy, finance, management and capacity building. ICFRE will play a lead role in this Group. Both groups shall also assist State REDD+ Cells in devising their

State REDD+ Action Plans.

ICFRE is mandated to play a lead role in steering the activities of this group. This group will be Chaired by the Director General, ICFRE. The Government of India has notified the constitution of the REDD+ Technical Working Group as under:

(i) Director General, ICFRE:	Chair
(ii) Dy. Director General, (Research), ICFRE:	Member
(iii) Representative of DG, FSI:	Member
(iv) Representative of Director, IIFM:	Member

(v) Members of Civil Society/NGO/ Forest User Groups (JFM etc):	Members (2)
(vi) Representative of PCCFs of 2 States:	Members
(vii) REDD+ Expert (nominated by Chair):	Member
(viii) Dy. Inspector General of Forests (Forest Policy), MOEFC:	Member
(ix) Assistant Director General (BCC), ICFRE:	Member Secretary

**National Designated Entity for REDD+:** At Government of India level, a National Designated Entity for REDD+ (NDE-REDD+) has been reconstituted with fresh mandate. The NDE-REDD+ will serve as a liaison between the UNFCCC Secretariat and the relevant bodies under the Convention. The Government of India has notified the constitution of National Designated Entity for REDD+. The composition of the NDE-REDD+ as per National REDD+ Strategy shall be as follows:

1. Director General of Forests and Special Secretary, MoEFCC :	Chairman
2. Additional Director General of Forests (FC), MoEFCC :	Member
3. Additional Secretary (Climate Change), MoEFCC :	Member
4. Inspector General of Forests (Forest Policy), MoEFCC :	National REDD+ Focal Point & Member
5. Inspector General of Forests (NAEB), MoEFCC :	Member
6. Joint Secretary (Climate Change), MoEFCC :	Member
7. Joint Secretary (Green India Mission), MoEFCC:	Member
8. Director General, ICFRE/Representative of ICFRE:	Member
9. Director General, FSI/Representative of FSI :	Member
10. External REDD+ Experts (2) nominated by the Chair :	Member
11. Representative of SFD (2) nominated by the Chair :	Member
12. Dy. Inspector General of Forests (Forest Policy), MoEFCC :	Member Convener

The Inspector General of Forests (Forest Policy), MoEF&CC will be the National REDD+ Focal Point for UNFCCC.

Key functions of NDE-REDD+ as per National REDD+ Strategy will, *inter alia*, include the following:

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>(i) Facilitate the establishment of REDD+ Cells and capacity building for REDD+ in the State Forest Departments and other stakeholders</li> <li>(ii) Identification of possible needs and gaps in coordination of support for REDD+ at National and International levels;</li> <li>(iii) Improvement for the effectiveness of finance (results-based finance,</li> </ul> | <ul style="list-style-type: none"> <li>technology and capacity-building);</li> <li>(iv) Sharing of information of knowledge, experiences and good practices for REDD+;</li> <li>(v) Liaison with UNFCCC and other international bodies on REDD+ related issues and mobilizing REDD+ finance;</li> <li>(vi) Exchange of information as per UNFCCC requirements;</li> <li>(vii) Approval of the national and state level REDD+ proposals for submission to UNFCCC/other relevant bodies for funding;</li> <li>(viii) Supervising the effective implementation of National REDD+ Strategy;</li> </ul> |
|---|--|

- (ix) Overseeing the implementation of the REDD+ safeguard information system and its timely periodic communication to UNFCCC in accordance with the COP decisions; and
- (x) Facilitating the development of State REDD+ Action Plans and its implementation by the States.

National REDD+ Strategy places high priority on capacity building of all levels of the SFD, the line departments, and the local communities to enable proper implementation of REDD+ and accurate assessment and measuring of REDD+ performance. Each State will create a REDD+ Cell in the State Forest Department, and appoint a Nodal Officer to coordinate the activities of the State REDD+ Cell. States will be encouraged to develop their State Action Plan for REDD+. The proposed constitution and terms of reference of the State REDD+ Cell as per National REDD+ Strategy is given as follows:

## State Governments

Major responsibility for execution of REDD+ activities and measurement of their performance lies with the State Forest Departments.

**Structure of REDD+ Cell:** Composition of the State REDD+ Cell shall be as follows:

1. Principal Chief Conservator of Forests & HoFF	:	Chairman
2. Principal Chief Conservator of Forests (Planning/Budget)	:	Member
3. PCCF/APCCF (nominated by Chairman)	:	Member
4. APCCF/ CCF (Monitoring)	:	Member
5. Regional APCCF, MoEFCC or his representative	:	Member
6. Two REDD+ Experts (Nominated by Chairman)	:	Member
7. Representative of prominent NGO	:	Member
8. APCCF/CCF/CF (In-charge of Afforestation)	:	Nodal Officer

**The Terms of Reference of the State REDD+ Cell as per National REDD+ Strategy shall be as follows:**

- Facilitate the implementation of National REDD+ Strategy in the State
- Preparation of State REDD+ Action plan, sub-national/State level reference emission level/reference level, forest monitoring system and safeguard information system
- To oversee REDD+ preparation and implementation by JFMCs, Community Forestry Groups, Van Panchayats/Village Forest Protection Committees
- Development of State REDD+ Learning/ Knowledge sharing platform for exchange and sharing of knowledge
- Explore the possibilities of REDD+

financing, development of REDD+ projects and facilitate REDD+ benefit sharing mechanism

- Arrange technical and institutional supports for implementation of REDD+
- Monitoring of REDD+ implementation in the state
- To approve and submit the plans and projects for REDD+ implementation to the NDE-REDD+, Government of India for financial support
- To organize training and capacity building seminars and workshops for the officials of the State Forest Department and village level institutions
- To institutionalize data collection and management, and adherence to safeguards

- To devise mechanisms to absorb lessons from pilots, as an input to the national and international policy processes and development
- REDD+ Cell will meet once in three months.

**Forest Institutions:** Forest institutions will be key players in REDD+ implementation contributing in accordance with their respective mandates, expertise and capabilities. Forest Survey of India (FSI) will be responsible for MRV of forest carbon stocks duly supported by the SFDs and local communities whereas ICFRE with its country-wide reach will take on the responsibility of the nodal organisation for capacity building of all stakeholders in the country. It will coordinate and mobilise the strengths and infrastructure of FSI, IGNFA, CASFOS, IIFM, SFDs, State Forest Research Institutes and Forestry Universities in building capacity of stakeholders at all levels of administration.

**Civil Society:** Civil society will be encouraged to collaborate with ICFRE and SFDs in organising capacity building trainings for the local communities including *Gram Sabha* and JFM Committees. Further Civil Society/ Environmental NGOs/community, peoples representatives can be involved in look after the proper implementation of REDD+ safeguards.

**Local Communities:** Local communities will be encouraged to discharge the responsibility of protecting, regenerating and managing forests, and also share the responsibility of measuring forest carbon with the SFDs. The National REDD+ Strategy also proposes to undertake a capacity building and skill development programme for communities with an aim of addressing all REDD+ activities depending on local circumstances. Representation of local communities, indigenous people's organisations need to be encouraged to participate in the National REDD+ Governance/ implementation process.

## 6 Forest Governance at Grassroots Level

Scheduled Tribes and other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 (FRA 2006) assigns the right to *Gram Sabha* to protect, conserve and regenerate community forest resource (CFR). It is the empowerment of *Gram Sabha* for the community based forest governance. Sooner or later, the CFR will be recognized in its true spirit. To effectively implement FRA (2006) different models of forest governance will need to be worked out with regional variability. REDD+ reference document (MoEF&CC, 2014) further suggested following principles for devising workable governance models:

- In the context of day-to-day forest use, and in the interest of democratization, devolution of powers to the community of users, will be the first step.
- Democratic decentralization of governance requires operational

autonomy for the lower level entity (such as community) within a transparent regulatory framework.

- Monitoring and enforcement of the sustainable use and conservation norms by the government will need to be ensured.
- State support for forest protection, conflict resolution, technical expertise and backup, and marketing will still be required by many communities in any decentralized system. Local forest governance and management must be nested within larger landscape, enabling sustenance of ecosystem functioning, existence of corridors for movement of wildlife and genetic flow, and other functions and benefits that are external to the community.
- The shift to community based

management is a slow process requiring changes in rights, responsibility, structure, capability and attitudes, and during this period government may play an active role in ensuring the interests of the poorest are safeguarded and no elite capture takes place.

- National level framework must allow for regional variations and corresponding adaptability within overall goals.

The Indicative roles and responsibilities of the *Gram Sabha* and Forest Department are given below (MoEF&CC, 2014):

### **Gram Sabha (GS) or Community**

- *Gram Sabhato* be responsible for ensuring fair access to right holders who have rights under the Community Forest Rights and provide reasonable access for meeting needs of other members of *Gram Sabha* as well as the external right holders such as nomads.
- *Gram Sabha* to be primarily responsible for ensuring sustainable use of forest produce including Minor Forest Produce.
- *Gram Sabha* to be authorized to make rules regarding use, harvesting, protection and regeneration of CFR.
- Community Forest Resources Management Committee (CFRMC) office bearers to be vested with powers to prevent forest offences and penalize

violators.

- *Gram Sabha* authorised to generate revenue, and receive and spend grants for its forest related activities.
- *Gram Sabha* should be encouraged to prepare Community Forest Management Plans with technical support of forest department.
- *Gram Sabha* has the option of merging CFRMC with Biodiversity Management Committee, or any other such natural resource-related committee existing in the village.

### **Forest Department (FD)**

- Forest Department to be responsible for providing protection and technical support to the *Gram Sabha*.
- Forest Department to be empowered to carry out monitoring, i.e., the extent of compliance with sustainable use and conservation regulations in community managed areas. It could also be authorised to take action in respect of any violation.

The ideal model of forest governance could be one that has the Chairperson and members of the executive body elected from the village and village headman made the patron. Forest Department could provide technical, regulatory and monitoring support to the *Gram Sabha*. Capacity of the community would need to be built before initiating this model of Forest Governance.

## **7 Conclusion**

Although policy and legislative framework is adequate to ensure meaningful participation of all the identified players, key stakeholders and the local communities in implementation of REDD+, capacity of the government machinery needs to be upscaled to accomplish the task of implementing REDD+ on ground. Functionaries of State Forest Departments (SFDs) at all levels specifically at local level need to be adequately

sensitized and trained to ensure that the processes, procedures and methodologies for REDD+ are well understood. This will require a country-wide campaign of capacity building for the government officials as well as the members of the local communities. National REDD+ Strategy has underscored this issue at greater length.



REDD+ warrants an increased role of local communities where participatory approaches could play a successful role. Role of actors other than central and state governments like private sector, non-governmental organizations, academic and research institutes also need to be explored as these organization can play a greater role in various capacities. Role of government and its various REDD+ related bodies are defined in the National REDD+ Strategy, however, still at the community level decision making by balancing

power and redistributing the roles among various stakeholders like State Forest Department, JFM committees, FRA 2006 functionaries, *Gram Sabhas* and other key players and stakeholders need to be further defined through a rigorous exercise. Private sector's participation in the form of income generation and giving market support to various kind of produce may enhance opportunities to harmonize their investments for supporting REDD+ and contributing towards climate mitigation and adaptation.

## Annexure I

## Major Stakeholders and key players in REDD+ and their potential roles

## Major stakeholders:

Though stakeholders vary from state to state and from region, to region. However, in general, following constitute the main stakeholders for REDD+ implementation:

S.No.	Stakeholder/Agency	Present/Potential Role(s)
i)	Central Government - Ministry of Environment, Forest and Climate Change National Governing Council for REDD+ (NGC-REDD+)	Policy, supportive and advisory role. Also includes providing financial support
ii)	National Designated Entity for REDD+ (NDE-REDD+)	Policy guidance and coordination at international, national and sub-national levels as per UNFCCC and IPCC guidance  Liaise with UNFCCC and managing the relationship with entities operating at the international, multilateral, or bilateral level
iii)	REDD+ Thematic Advisory Group	To advise and oversee the aspects of National Forest Monitoring System, MRV and Forest Reference Level. Assist State REDD+ Cells in devising their State REDD+ Action Plans
iv)	REDD+ Technical Working Group	To advise on the matters related to SIS, policy, management, finance and capacity building.  Assist State REDD+ Cells in devising their State REDD+ Action Plans.
v)	State/UT Forest Department	Day to day management, protection and enhancement of forest resource, implementation of national forest programmes, etc.
vi)	State REDD+ Cell	Implementation of National REDD+ Strategy Coordination and guidance on REDD+ actions and activities at state level.
vii)	Local communities/JFMCommittees	Assist state agencies in protection and management of adjoining forests and becoming entitled for usufruct sharing
viii)	Other Central Government Ministries and Departments: Ministries of Tribal Affairs, Finance, Social Welfare, Rural Development Water Resources (Watershed Management Authorities), Health (AYUSH), Panchayati Raj, Power (Renewable Energy), Agriculture, Animal Husbandry, Tourism, Ministry of Development of North Eastern Region (DONER) and National Biodiversity Authority, etc.	Convergence of policies and resources

ix)	State Government Departments: Social and Tribal Welfare, Rural Development, Agriculture, PWD, Health, General Administration, Water, Finance, Irrigation, etc.	Convergence of actions and resources
x)	Other National and State Agencies: National Biodiversity Authority, State Biodiversity Boards, National Bamboo Mission, National Mission for Bamboo Application, National Mission for Sustainable Agriculture, National Medicinal Plants Board, State Biodiversity Boards, National Horticulture Mission, Watershed Management Directorates, etc.	Convergence and synergy of actions
xi)	National Level Capacity Building, Scientific, Research, and Development Agencies: ICFRE, FSI, IIFM, IGNFA, WII, IISc	Creating awareness and upgrading skills of civil society personnel, and middle and higher levels of forest hierarchy.
xii)	State Level Capacity Building, Scientific, Research, and Development Agencies:  State Forest Department, State Forest Research Institute, Working Plan Wing, State Medicinal Plants Board, etc	Creating awareness and upgrading skills of local communities, frontline forest field staff, staff of line departments, civil society personnel, and middle level forest personnel
xi)	District and Sub-district Level Agencies, <i>Gram Sabha</i> : Forest Division and Ranges, Forest Development Agency, district administration, district tribal/social welfare office, DRDA, , etc	Convergence and synergy of actions and resources for livelihood improvement of local communities
xii)	Forest Development Corporations, Federations, Forest Based Industries, Self Help Groups	Scientific collection, processing, value addition, and marketing of forest products, supporting and skill development of self help groups and cooperatives, etc.

### Other stakeholders:

The Stakeholders which have indirect linkages with REDD+ actions are mentioned below:

S.No.	Stakeholder/Agency	Present/Potential Role(s)
i)	Civil Society/NGOs	Advocacy and supplementing government actions, capacity building and awareness raising of local communities.
ii)	Private sector/corporate	Supplementing conservation efforts, financial support, addressing drivers of degradation by supporting activities related to specific drivers, strengthening livelihoods, skill development, efficient utilization of forest produce, branding, marketing support to processed forest products, developing market linkages, innovative actions etc.
iii)	Public Representatives Member of Parliament, Member of Legislative Assembly, <i>Sarpanch</i> (Village Heads) etc.	Public awareness, mobilizing public opinion and supporting the conservation and resources enhancement activities.

iv)	Universities and other Educational Institutions	Awareness, forestry related education and research, sensitization and capacity building,
v)	Media	Both electronic and print media to play an important role in awareness raising, and highlighting issues requiring urgent intervention, etc.

**International agencies:**

S.No.	Stakeholder/Agency	Potential Role(s)
i)	United Nations Framework Convention on Climate Change (UNFCCC), Intergovernmental Panel on Climate Change (IPCC)	Policy guidance on forest and climate Change
ii)	United Nations Convention to Combat Desertification (UNCCD), Convention on Biological Diversity (CBD), United Nations Programme on Reducing Emissions from Deforestation and Forest Degradation (UN-REDD), United Nations Forum on Forests (UNFF), United Nations Development Programme (UNDP), United Nations Environment Programme (UNEP), Food and Agriculture Organisation (FAO) and Collaborative Partnership on Forests (CPF)	Policy support and coordination, capacity building, scientific and technical support, sharing of best practices.
iii)	World Bank (FCPF), Adaptation Fund (World Bank) Global Environment Facility (GEF), Green Climate Fund (GCF), Climate Investment Funds, European Union etc.	Supporting various activities of REDD+ implementation as envisaged in National REDD+ Strategy, State REDD+ Action Plans, State REDD+ Cells, REDD+ pilots and programmes
iv)	Bilateral agencies, United States Agency for International Development (USAID), Department for International Development (DFID), GIZ, Japan International Cooperation Agency (JAICA), Norwegian Agency for Development Cooperation (NORAD), etc.	Supporting various activities of REDD+ implementation as envisaged in National REDD+ Strategy, State REDD+ Action Plans, State REDD+ Cells, REDD+ pilots and programmes

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